Discussion Paper
for the Expert Meeting on Border and Migration Management in Emergency Situations

23-24 March 2017

Budapest, Hungary

Table of Contents

I.   Introduction

In recent decades, processes of globalization (such as the increased flows of goods, finance, technology, and transportation) have intensified, and with them, so has the movement of people, both domestically and across international borders. New migration patterns and flows can emerge and change rapidly including due to climate change, health crisis, political instability, military conflicts etc, evolving much more quickly than the policies and practices of states, leaving policymakers and politicians struggling to "catch up" with events as they unfold[1].

In the past two years, mass migration has significantly increased in the direction of the European countries, causing emergency situations. In 2015, EU Member States reported more than 1,820,000 detections of illegal border-crossing along the external borders. This never-before-seen figure was more than six times the number of detections reported in 2014[2].

Taking a look at the emergency situations caused by natural or manmade disasters, the expert meeting will discuss those situations which have resulted in mass migration and involved large numbers of vulnerable migrants. The meeting will have a special focus on the issues related to the management of mass migration from war-stricken regions.

The aim of this Expert meeting is to present tools, mechanisms and best practices which provide for the balance between the facilitation of movement, protection of those who cross the borders in emergencies and the security of the national borders.

To facilitate and channel the discussion, the present paper was developed as a background and preparatory information basis for the meeting participants. This document provides: (i) overview of emergency situations related to migration and border management, (ii) national legal framework for emergency situations related to migration and border management, and (iii) changes in migration and border management in the course of preparation or reaction to emergency situations (institutional, organizational, infrastructure etc).

The discussion paper was prepared based on the answers received from seven EU MS[3] and five EaP countries[4] to a questionnaire (Annex I) specifically designed for this purpose. The questionnaire sent to the participating states comprised seven questions aimed at finding out more about their experience acquired while managing borders and migration in emergency situations and/or in the process of preparation to such situations. Other sources of information on the EU and individual countries' policies and practices were also used, where applicable, including regarding those countries who did not submit their inputs.

---

[1] Global Forum on Migration & Development 2016, "Governance of migration and development, supporting evidence for thematic area 3" (IOM Bangladesh, 2016). p.15. Available from: https://publications.iom.int/system/files/pdf/final_report_governance_ninth_gfmd.pdf

[2]   FRONTEX   "Risk   Analysis   for   2016",   Available   from: http://frontex.europa.eu/assets/Publications/Risk_Analysis/Annula_Risk_Analysis_2016.pdf

[3] The following EU MS provided input: the Czech Republic, Hungary, Latvia, Lithuania, Poland, Portugal and the Slovak Republic.

[4] The following EaP countries provided input: Armenia, Azerbaijan, Belarus, Georgia and Ukraine.

II. Overview of emergency situations related to migration and border management

Crises today are a growing challenge for states and the international community. The human mobility dimension of humanitarian crises is becoming more relevant, as crises produce increasingly complex and often large-scale migration flows and mobility patterns, which typically expose affected populations to significant vulnerabilities and generate serious and longer-term migration management challenges. Too often, however, the migration dimensions of a crisis are overlooked in the crisis response.[5]

Crises nowadays rarely lead to exclusively internal or exclusively cross-border movement, but they usually produce complex mobility patterns combining the two.

A. Types of crises and generic migration scenarios

In its Migration Crisis Operational Framework (MCOF)[6] IOM provides classification of crises, generic scenarios of migration movements and types of people on the move.

Man-made disaster

A man-made disaster such as internal violence, disorder or conflict often results in desperate and chaotic internal movements that can ultimately lead to cross-border flows of people attempting to escape life-threatening situations. Such disasters can also create situations in which populations are stranded or trapped in danger zones and are unable to escape.

The types of migrants in need differ in every context, but they can include international migrants trapped internally or who may have crossed an international border, IDPs, refugees and/or asylum-seekers, displaced persons who have crossed an international border but do not qualify for or seek the refugee status and vulnerable persons such as victims of trafficking or unaccompanied minors.

Sudden-onset natural disaster

A sudden-onset natural disaster, such as a flood, tsunami or earthquake, often causes significant destruction and loss of shelter, infrastructure and livelihoods. It results mostly in internal, but with potential cross-border, migration flows of people attempting to access immediate assistance and protection.

The types of migrants in need differ in every context, but they can include international migrants caught in the disaster, IDPs, environmentally displaced persons who have crossed international borders and vulnerable persons such as victims of trafficking and unaccompanied minors.

Slow-onset natural disaster

A slow-onset natural disaster, which can be exacerbated by the impact of climate change on the environment, such as drought, rising sea levels or coastal erosion, results in the eventual destruction and loss of shelter, infrastructure and livelihoods. It leads to internal and/or cross-border movements of affected populations, such as from rural to urban areas or within urban areas. Such a scenario does not necessarily lead to an acute humanitarian crisis.

The types of migrants in need differ in every context, but they can include environmental migrants and trapped vulnerable populations. An acute crisis can also displace people, mostly IDPs and environmentally displaced persons who have crossed international borders. However, most

---

[5] https://www.iom.int/mcof
[6] http://www.iom.int/files/live/sites/iom/files/What-We-Do/docs/MC2355_-_IOM_Migration_Crisis_Operational_Framework.pdf

movements, both internal and external, are likely to take the form of voluntary movements, highlighting the role of migration as a coping and adaptation strategy.

Protracted crisis

A protracted crisis typically involves a combination of various elements of hardship, both man-made and natural, such as political and/or criminal violence, instability, lack of social services and employment opportunities, or drought, often leading to both cross-border and internal movements. Therefore, a protracted crisis requires a response that involves a combination of different and complementary sectors.

The types of migrants in need differ in every context, but they can include international migrants caught in the crisis, IDPs, refugees and/or asylum-seekers, environmental migrants and vulnerable persons such as victims of trafficking and unaccompanied minors.

Health crisis

A health crisis refers to a pandemic or an epidemic crisis.

The types of migrants in need differ in every context, but they can include international migrants caught in the crisis, IDPs and refugees.

B.   Migration crises relevant to the EU MS and the EaP countries

European migration crisis

The most significant migration crisis relevant to the EU MS and EaP countries is the arrival in recent years of migrants predominantly from war-torn Syria, but also from Afghanistan, Iraq, Pakistan, Palestine and others as well as from the African continent (Nigeria, Eritrea, Guinea and others).

According to IOM, in 2016, **387,739** people have been travelling to Europe through various transit routes across Africa, Asia and the Middle East[7]. In 2015, this number was as high as **1,046,599**[8].

Individual EU MS were affected by the crisis very differently: from not being directly influenced by it (*Latvia, Lithuania, Poland*, *Portugal*) to experiencing only a slight increase of illicit border crossings and asylum applications (*the Czech Republic, the Slovak Republic*) to facing significant migration pressure (*Hungary*).

> *As **Hungary** noted, in 2015, it has faced the biggest migratory pressure in its history. The number of persons apprehended for illicit border crossing increased ninefold compared to 2014. The unprecedented phenomena had consequences for the asylum system as well: the number of asylum applications increased fourfold.*

In absolute figures it looks like this: the number of apprehensions for illegal border crossing in **Hungary** rocketed from 44,000 in 2014 to 390,000 in 2015, but in 2016 again returned to the level of 2013 – about 19,000; the number of registered asylum seekers reached 177,000 in 2015, but went down in 2016 to about 30,000.

The countries who did not consider themselves as heavily affected by the crisis still noticed the exceptionally high numbers of illicit border crossings.

---

[7] 2016 Flows to Europe Overview Dataset
http://iom.maps.arcgis.com/apps/MapAndAppGallery/index.html?appid=3af3e9630ab849e99e6970a29aa25ff5
[8] "Mixed Migration Flows in the Mediterranean and Beyond. Compilation of Available Data and Information. Reporting period: 2015", IOM http://doe.iom.int/docs/Flows%20Compilation%202015%20Overview.pdf

*The **Czech Republic** was not located at the main migration route. But from the long term perspective, year 2015 was marked with the highest number of irregular migrants since the Czech Republic joined Schengen. During the year 8,563 persons were detected. In comparison with 2014 it is an increase of 77.6% (4,822 persons in 2014).*

*The **Slovak Republic** was not directly affected by the migration crisis in 2015. The crisis in the Slovak Republic was associated with intra-Schengen migration form from Hungary (occasionally from Austria) following the Western Balkan route, resulting in a sharp increase in the number of irregular migrants residing without authorization. The number of irregular migrants in 2015 was the highest since Slovakia's accession to Schengen.*

Also **Lithuania** and **Portugal** experienced indirect impact of the crisis:

*Aliens in need of protection were transferred from the Member States (Greece and Italy) and third countries (Turkey) to **Lithuania** in 2016, on the basis of a decision of EU institutions. The transferred aliens submitted asylum applications. 206 aliens were transferred in 2016 (159 nationals of Syria, 14 stateless persons and 33 nationals of Iraq) and all of them applied for asylum in Lithuania. As a result, an increase in the numbers of asylum applicants in Lithuania is explained by the numbers of applications received from the transferred people.*

*The migratory crisis of 2015 did not affected directly **Portugal**, namely regarding the asylum applications requested at the external border by third countries nationals but in a indirect way through the internal displacement of some of the applicants with entrance in other Member States.*

None of the EaP countries was affected by the crisis. **Armenia** stated that the migration crisis of 2015 had not created an emergency situation or significant problems for border management, even though the country accepted about 20,000 Syrian refugees who arrived by air; **Azerbaijan** indicated that based on data analysis, it is worth to note that the migration crisis of 2015 did not influence numbers of asylum seekers in the country; **Georgia** and **Moldova**[9] stated they were not affected by the crisis. According to the information from **Ukraine** the Eastern migratory route that crosses the territory of the country towards the EU remains stable and there are no threats observed. At the same time the statistics show twofold increase of apprehensions for illicit border crossing from Ukraine towards the EU (from 460 in 2014 to 1,146 in 2015) including 6-fold increase at the border with Hungary.

These different consequences of the crisis for the countries stem from such factors as **geographical location**, **economic situation**, **immigration history etc**. *Lithuania* and *Portugal* offer an analysis of this:

*The pressure of irregular migration on **Lithuania**, if compared with the numbers of migrants reaching South Europe, is not high because Lithuania's geographic situation may be considered a natural deterring factor for the South-to-North transit irregular migration. The Europe-bound intensive wave of migration originating in Near East has not therefore had a visible systemic impact on Lithuania. The irregular nature of irregular migrant facilitators' attempts to reach the Scandinavian countries across Lithuania is manifested in four incidents which*

---

[9] http://www.eapmigrationpanel.org/sites/default/files/files/matrix_compilation_imthb_en.pdf

were recorded in Lithuania in September 2015 and resulted in detention of 22 Iraqi nationals en route from South Europe through Poland and Lithuania to Finland and Sweden.

*The arrivals of migrants to **Portugal** are mainly by air, mainly due to the geographical position of the country, which only shares land borders with Spain.*

Ukraine attributes its exclusion from the crisis to its geographical location, the conflict in the East and deteriorated economic situation[10].

At the same time, migratory routes pass close to the borders of the countries presently not affected and they may quickly change due to measures adopted by other countries and by increasing demand and facilitators diversifying the routes.

Other potential migration crises

The situation in Ukraine (occupation of Crimea and conflict in the Eastern part of the country) caused significant movements of people, both internally and across the borders.

Ukraine considers that the migration crisis in the EU had no substantial impacts on migration situation in the country, however, there are clear adverse impacts on the situation associated with the military conflict in its Eastern regions.

Belarus noted that the armed conflict in the Eastern Ukraine resulted in a major migration flow of Ukrainian nationals. In 2014, 664 out of 868 asylum seekers were Ukrainians, in 2015, 978 out of 1,246, in 2016, 637 out of 788. According to the Presidential Decree Ukrainian nationals who enter the country for temporary or permanent residence, were granted numerous benefits and preferences.

Azerbaijan indicated[11] that increase in number of asylum seekers observed in 2014 was related to the conflict in the Eastern part of Ukraine which prompted some Ukrainian citizens, including those of Azerbaijani origin, residing in the conflict zone to seek protection in Azerbaijan. In 2015, this number went down from 69 to 33.

Poland systematically monitors the inflow of citizens of Ukraine. On 2 April 2014, the Polish Office for Foreigners adopted Contingency Plan of the Office for Foreigners in case of a sudden influx of Ukrainian migrants. The Plan was based on three scenarios in which a different number of Ukrainians apply for refugee status (influx of foreigners up to 20 individuals per day, influx of foreigners from 20-100 individuals per day, influx of more than 100 persons per day).

Among **other challenges** are the following: irregular migration of Vietnam nationals for *Lithuania*; asylums seekers from Chechnya, Tajikistan and the Nagorno-Karabakh region for *Poland*.

The table in Annex II contains the statistics illustrating impact of the migration crises on the participating countries.

---

[10] Analysis from the weekly monitoring reports prepared by the State Migration Service of Ukraine http://dmsu.gov.ua/mihratsiinyi-profil/3520-operativnij-zvit-z-monitoringu-migratsijnikh-protsesiv
[11] http://www.eapmigrationpanel.org/sites/default/files/files/matrix_compilation_imthb_en.pdf

III.   Concept, legal aspects and funding

A.   Concept of emergency border and migration management

Emergency border management, also referred as **crisis border management** or **humanitarian border management**[12].

Emergency/humanitarian border management differs from traditional border management in that the former concentrates on the event of an emergency or a humanitarian crisis – a situation when border posts are confronted with extraordinary, protection-sensitive migration movements. Various types of crises may also result in a sudden influx of relief goods, equipment and personnel, while at the same time people may decide or be forced to flee across the border and emergencies may threaten to spill over to neighbouring countries. Officials at the border are usually the first to be confronted with such unusual movement dynamics and border security can become affected.

Emergency/humanitarian border management recognizes the necessity of ensuring that **border authorities are prepared to respond appropriately to cross-border movements** arising from both natural and man-made disasters, in a way that **protects crisis-affected migrants** and guarantees their human rights and interests while **respecting national sovereignty and security**.

Therefore, the predominant focus of humanitarian border management is on improving the capacities of border officials to deal with emergency situations to help reduce uncertainty and provide adequate response mechanisms. Humanitarian border management rests on the premise that well-managed crisis response can help **prevent the closure of borders** and assist the international community in **responding effectively to migrants' humanitarian needs**.
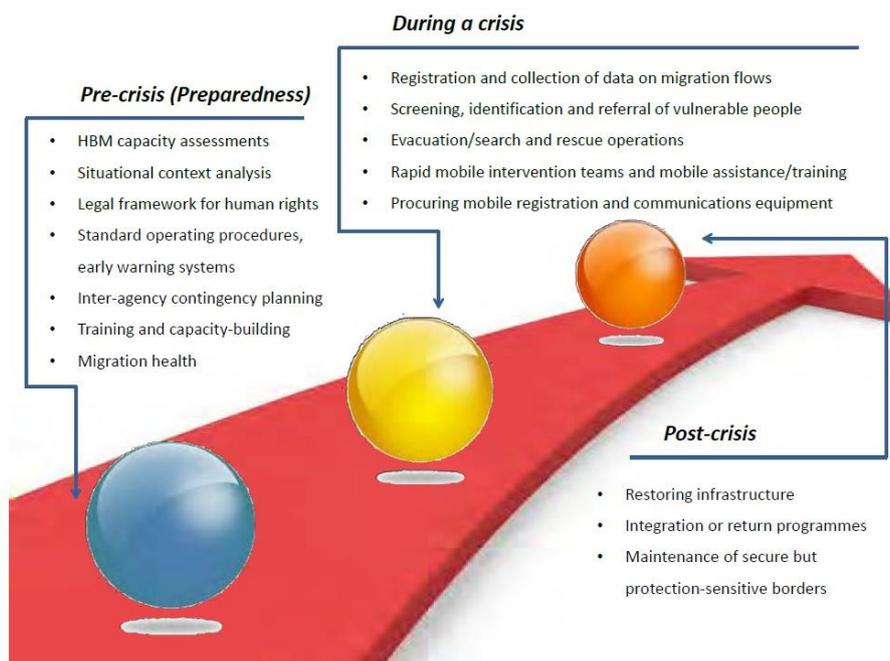
> *The **Czech Republic** has a special emergency plan related to large scale migration wave. This plan also includes (**as a measure of last resort**) a possibility to reintroduce checks at the internal borders of the Czech Republic.*

Border management agencies (immigration, police, customs, quarantine and armed forces) need to be equipped with the appropriate legal and operational systems and mechanisms in order to respond to humanitarian crises and mass movements. For example, an efficient needs assessment and referral system (i.e. a support network of agencies and individuals) is necessary in order to assist migrants more effectively with a variety of vulnerabilities and protection needs when they are moving in large numbers across international borders. Managing protracted mass movements includes regional and international cooperation on readmission, returns, economic development and integration, as well as respect for the international protection of migrants in need. States need to record migration movements in order to measure and understand these movements, enabling government agencies as well as the international community to examine the causes and incentives for these movements and develop possible solutions.

The emergency/humanitarian border management concept covers border operations **before**, **during** and **after** humanitarian crises that trigger mass cross-border migration.

---

[12] https://publications.iom.int/system/files/pdf/hbm_silk_routes_5nov2014.pdf

During a crisis
- Registration and collection of data on migration flows
- Screening, identification and referral of vulnerable people
- Evacuation/search and rescue operations
- Rapid mobile intervention teams and mobile assistance/training
- Procuring mobile registration and communications equipment

Pre-crisis (Preparedness)
- HBM capacity assessments
- Situational context analysis
- Legal framework for human rights
- Standard operating procedures, early warning systems
- Inter-agency contingency planning
- Training and capacity-building
- Migration health

Post-crisis
- Restoring infrastructure
- Integration or return programmes
- Maintenance of secure but protection-sensitive borders

Source: IOM, 2014.

Common humanitarian border management activities would include:

- training on international humanitarian law, human rights law and data protection, maritime law, and specifically international law and standards for the protection of migrants;
- drafting or review of SOPs for natural, man-made or health emergencies, originating internally or in neighbouring states;
- creation of systems and equipment to record migration movements, including in times of emergencies;
- setting up of an efficient referral system nationally or with international agencies to assist migrants and provide humanitarian relief services;
- training on evaluating migration movements and migration policies related to identity, temporary entry, health requirements, smuggling and trafficking, and migrants in need of protection;
- creation of inter-agency, regional or international working groups to ensure collaboration or oversight;
- creation of border measures to assist in the delivery of aid, including goods and equipment, and entry for humanitarian workers.

B.   National legal framework

Regulatory framework comprises policies, legislation and regulations related to migration emergencies or sudden changes in migratory movements. It also encompasses the government's approach to relationships with other states, particular neighbouring states, and international organizations in preparing for and managing mass movements. For example, the framework would allow international organizations to provide humanitarian assistance to individuals caught in crises.

National policy and legislation would ideally include **provisions to cover mass migration movements**. Relevant international conventions and protocols would be ratified and implemented in domestic legislation to ensure the protection of vulnerable migrants and respect for human rights.

Measures to facilitate the deployment of international relief efforts would be incorporated, including the relaxation or suspension of visa and customs requirements for foreign workers and equipment, and exceptions for the registration and control of migrants.

A policy of legally enabled registration and monitoring is central to establishing the extent of any influx, recording identity, managing accommodation, providing aid, protecting national security, disrupting organized crime and eventually asylum or return/repatriation.

> *According to article 6.3.4 of the Migration Code of **Azerbaijan**, in order to ensure governance in the course of natural disasters, emergencies, martial law situations and other similar events, migrant registration shall be maintained as a form of migration management. Migrant registration is maintained by the State Migration Service of Azerbaijan with application of the Unified Migration Information System (UMIS).*

Most participating countries – **the Czech Republic**, **Georgia**, **Hungary**, **Latvia**, **Lithuania**, **Poland**, **Portugal**, **the Slovak Republic** – mentioned existence of provisions in their national legislation covering mass migration movements:

Country	Legal provisions
Belarus	Action Plan for actions of relevant governmental authorities in the case of simultaneous large-scale arrival of asylum seekers in the Republic of Belarus
Czech Republic	Special emergency plan related to large scale migration wave
Georgia	Civil Security National Plan which defines inter alia the emergency management of sudden flows of refugees
Hungary	Act on Asylum contains the concept of state of crisis caused by mass immigration
Latvia	Action Plan for coordinated activities of institutions in relation to possible mass arrival of asylum seekers in Latvia from the countries affected by crisis
Lithuania	State Emergency Management Plan including management of a massive influx of aliens
Poland	National Plan for Emergency Management, including SOPs "Actions undertaken in case of a massive influx of foreigners on the territory of Poland"
Portugal	National plan on integrated border management foresees measures such as the contingency plan for situations of abnormal influx of arrivals of migrants to the national border
Slovak Republic	Police Act contains legal framework regulating the border and migration management in a crisis situation

Whether these emergency action plans were applied or not depended on whether the criteria set in them where met. Predominantly these criteria are based on certain number of persons arriving within a defined period of time. The following countries mentioned criteria leading to declaration of state of crisis and/or activation of the emergency plan: **Hungary**, **Latvia, Lithuania** and **Poland**.

Country	Criteria	Consequences
Hungary	▪ The number of asylum seekers arriving in Hungary exceeds 500 people a day on a 1-month average, or exceeds 750 people a day on a 2-week (consecutive) average, or exceeds 800 people a day on a 1-week average. ▪ The number of asylum seekers staying in the transit zone of Hungary exceeds 1000 people a day on a 1-month average, or exceeds 1500 people a day on a 2-week (consecutive) average, or exceeds 1600 people a day on a 1-week average. ▪ In addition to the above criteria, whenever there are	Crisis situation caused by mass immigration can be declared.

	circumstances associated with the migratory situation which threaten the public security, public order or public health of a municipality, especially when there are riots or acts of violence in reception centres in given municipality.	
Latvia	▪ Within 1-5 days the number of asylum seekers exceeds the long-term accommodation capacity of the State Border Guard (hereafter – SBG) and the Office of Citizenship and Migration Affairs (hereafter-OCMA) and the number of asylum seekers reaches 500-3,000. ▪ Within 5-10 days 3,000-20,000 asylum seekers arrive simultaneously.	Action Plan for coordinated activities of institutions in relation to possible mass arrival of asylum seekers in Latvia from the countries affected by crisis shall be applied.
Lithuania	A massive influx of aliens to the Lithuanian territory in the operational territory of one frontier station of the State Border Guard Service under the Ministry of the Interior of the Republic of Lithuania when the State border of the Republic of Lithuania is crossed in unauthorised places, at unauthorised time or in an unauthorised order by more than 30 people per day.	▪ Civil safety system forces need to be used and coordinated; ▪ Emergency management plans of the Ministry of the Interior and State Border Guard Service.
Poland	Three scenarios of sudden influx of Ukrainian migrants applying for refugee status: ▪ influx of foreigners up to 20 individuals per day, ▪ influx of foreigners from 20-100 individuals per day, ▪ influx of more than 100 persons per day.	For each scenario different organizational measures should be adopted.

The relevant criteria were met in *Hungary*:

> *Based on the new law, the **Hungarian Government** instituted a state of crisis in the southern districts of Hungary bordering Serbia on 15 September 2015 and extended it to further border districts on 18 September 2015. The Government declared a nationwide state of crisis on 9 March 2016 for 6 months, until 9 September 2016.*

The criteria were not met and the legal provisions contained in the contingency plans were not applied in *the Czech Republic*, *Latvia*, *Lithuania*, *Poland*.

> *The emergency plan of **the Czech Republic** has never been applied, nevertheless its revision is planned for this year.*

> *In **Latvia** the Action Plan for coordinated activities of institutions in relation to possible mass arrival of asylum seekers in Latvia from the countries affected by crisis has never been applied. It has also never been amended.*

> *In **Lithuania** as the criterion of an emergency incident was not reached in the past years the emergency management plans were not activated as well.*

> *In **Poland** the migration situation has never entered into emergency status and the reception system has been working on normal basis in recent years.*

The legal framework of *Belarus* and *Ukraine* refers to the mass cross-border movements of people in the context of provision of international protection.

> *There are legislatively set procedures (Law of **the Republic of Belarus** on Granting Refugee Status, Subsidiary and Temporary Protection in the Republic of Belarus) of decision-making on admission to the Republic of Belarus and stay of groups of foreign nationals and stateless persons, who arrived simultaneously, in large numbers, and applied for refugee status or subsidiary protection in the Republic of Belarus.*

*According to provisions of Law of **Ukraine** on Refugees and Persons in Need of Subsidiary or Temporary Protection, in cases of large scale inflows of persons from a country with shared borders with Ukraine to the territory of Ukraine due to civil war events, ethnic conflicts, etc., the Cabinet of Ministers of Ukraine shall adopt a regulation on granting temporary protection to such persons.*

Belarus also informed that the mentioned legal norms were never applied despite the fact that the armed conflict in the Eastern Ukraine resulted in a major migration flow of Ukrainian nationals to Belarus.

The list of the national legal acts containing norms on mass migration, as well as the indication whether they were applied in emergency situations or amended as a result of emergency situations are provided in Annex III.

C.   Funding for covering extra costs of border and migration management in emergency situations

The participating countries got their migration and border management systems funded from the following sources: (i) state budgets/national reserves, (ii) EU funds, (iii) EU and other donors' technical assistance.

Country	State budget/national reserve	EU funds (AMIF, ISF)	EU and other donors' financial and technical assistance
Armenia			
Azerbaijan	+	-	+
Belarus	+	-	+
Czech Republic	+	-	-
Georgia	+	-	+
Hungary	+	+	-
Latvia	+	+	-
Lithuania	+	-	-
Poland	+	+	-
Portugal			
Slovak Republic	+	-	-
Ukraine	+	-	+

State budget/national reserve

All the states fund their migration and border management systems from the national sources, including in cases of emergency.

Azerbaijan, **Georgia**, **Poland** and **Ukraine** primarily allocate funds from their state budgets to finance activities in the sphere of border and migration management. **Lithuania** would cover extra costs in case of emergency from its national reserve. The **Slovak Republic** stated that there were no external sources of funding identified for this purpose. In case of an emergency situation in the **Czech Republic** financial resources of responsible institution will be used. In **Hungary** the budget line of 'Expenditures related to the management of mass migration of the Ministry of Interior' is available to cover the costs related to border and migration management in emergency situations. In **Latvia** institutions involved in prevention of threats and crisis management will need to provide resources to carry out their tasks from the state budget. As for the extra financing, if necessary, it would be decided on case by case basis.

The *Czech Republic* and *Hungary* increased the allocations to their respective agencies involved in migration and border management.

> *In case of the deficit in the budget of the respective institution of the **Czech Republic**, the government will decide about the allocation of additional resources. In 2015, the Government decided to increase budget of the Ministry of Interior and police in amount of approximately 37,000,000 EUR.*
>
> *From the beginning of the emergency situation in **Hungary**, the Government allocated significant amount from the national budget to the expenditures of the National Police, dedicated to the tasks resulting from the increased migratory pressure (such as to cover human resources related costs, acquisition of vehicles and technical equipment, maintenance of infrastructure etc.)*

EU funds

Member States' efforts in the field of Migration and Home Affairs are supported by the Asylum, Migration and Integration Fund and the Internal Security Fund. For the period of 2014-2020, the European Commission is giving EUR 7 billion to Member States under the **Asylum, Migration and Integration Fund (AMIF)** and **Internal Security Fund (ISF)**. There are 58 national programmes in total for 2014-2020 AMIF and ISF funds, with ISF funds only going to Schengen members, including the Schengen Associated States. There are 27 AMIF national programmes, and 31 ISF national programmes.

The **AMIF** supports national efforts to improve reception capacities, ensure that asylum procedures are in line with Union standards, integrate migrants at local and regional levels and increase the effectiveness of return programmes.

The **ISF** has two strands. The 'Borders' strand supports national efforts to achieve a uniform and high level of control of the external borders, supporting a common visa policy which aims at facilitating legitimate travel to the EU. The 'Police' strand supports national efforts to combat cross border organised crime and terrorism, reinforce law enforcement cooperation across borders, and risk-management efforts to protect people and critical infrastructure against terrorist attacks and other security related incidents.

Hungary, *Latvia* and *Poland* benefitted from the support through the EU funds.

> *The Immigration and Asylum Office of **Hungary** was granted emergency financial assistance under the AMIF twice over the past years for the projects "Emergency Assistance – Capacity-building of asylum and human resources aiming at respond effectively to migration pressure in Hungary" and "Emergency Measures for the Improvement of the Hungarian Asylum Reception Capacity and for the support of administration procedures". In July 2015, the National Police Headquarters was granted EUR 1.5 million emergency assistance from the ISF in order to contribute to the following expenditures: acquisition of mobile containers, fingerprint readers, rental costs, transport costs and payment of overtime.*
>
> *In **Latvia**, the funding under the AMIF is being used in accordance with National programs, thus enhancing the capacity of the structures of interior affairs in a long-term, for instance the ACAS in Mucenieki was renovated and equipped.*

EU and other donors' financial and technical assistance

All EaP countries benefit from international financial and technical assistance provided by the EU and other foreign donors (EU MS, third countries, for example the US). Financial and technical assistance is an essential component of EU cooperation with the EaP countries in the migration area. Such

assistance is provided through an array of financial instruments, namely the European Neighbourhood Instrument (ENI) managed by DG NEAR, which is the key financial instrument for cooperation with the EaP countries, as well as instruments managed by DG DEVCO, such as the Global Public Goods and Challenges (GPGC) and the former Thematic Programme for Migration and Asylum (TPMA)[13].

These instruments and programmes help funding the actions carried out under the Mobility Partnerships and support the implementation of the visa facilitation and readmission agreements concluded with the EU's partner countries.

> *Overall border management system in **Armenia** has been significantly modernised in recent years and Integrated Border Management model has been adopted. All projects have been implemented in close cooperation with EU (financial and technical assistance, loans etc)*
>
> *EU institutions and EU MS are leading donors of the programs and projects implemented in **Azerbaijan** by IOM, UNHCR, ICMPD, UNDP and other UN agencies.*
>
> *There have not been cases of emergency situation related to border and migration management that needed additional sources of funding. In general to strengthen border and migration management system in the country, the Government of **Georgia** implements different projects that are funded by the Government, as well as European Union and United States.*

Information on the sources of funding of the migration and border management systems, including in case of emergency, is summarized in Annex IV.

IV.   Changes in migration and border management related to emergency situations

A.   Institutional and organizational changes

Managing massive flows of irregular migrants can require the establishment of new organisational entities, temporary border and migration management units within the existing institutional framework, the modification of the system of integrated border management, as well as special training to the law enforcement and immigration authorities' personnel in order to reflect on the extraordinary procedural aspects.

Institutional changes can be long-lasting/permanent or can be enacted in case of actual emergency.

The former can be illustrated by the examples from **Azerbaijan**, **Belarus**, **Georgia** and **Ukraine**.

> *The State Committee on Refugees and IDPs was established in **Azerbaijan** (chaired by the deputy PM of Azerbaijan) to address complex problems of refugees and IDPs.*
>
> *In 2014, Citizenship and Migration units in **Belarus** were additionally staffed by officials in charge of reception and processing applications for refugee status or subsidiary protection (1 extra staff member in every oblast of Belarus).*
>
> *In 2014, the Joint Maritime Operations Center was established in **Georgia**. The concept of the JMOC integrates interagency approach for preventing, revealing and eliminating all kind of illegal activities, maritime incidents and grave violations of*

---

13   https://ec.europa.eu/home-affairs/what-we-do/policies/international-affairs/eastern-partnership/financial-assistance_en

maritime space régime of Georgia that pose threats to the security of Georgia and the region as a whole.

*In 2016, institutional capacity building of the State Migration Service of **Ukraine** in the sphere of migration management (including combating irregular migration) focused on inter alia establishment of relevant structural units in the SMS territorial departments.*

The second option of ad hoc structures had place in **the Czech Republic**.

*In 2016, Police of **the Czech Republic** prepared operation plans for possible re-emerging emergency situations. In such cases, the three-level structure should be introduced: (i) strategic – steering body, (ii) tactical – at the level of regions, (iii) operational – assembly point for forces and resources.*

Also **Hungary** made significant structural changes within the National Police, both permanent and temporary, among them:

- establishment of the Directorate for Border Policing (1,182 staff);
- increase of the investigators dealing with irregular migration within the National Bureau for Investigation (to 100 officers);
- set up of the new temporary units dealing with the criminal procedures related to damaging of the border fence and its illicit crossing;
- strengthening of the border patrol units of the Police (extra 3,000 staff) and their reorganization.

Poland conducted crisis management training, but also trainings for school teachers for working with foreign pupils and for guardians and cultural assistants for working with unaccompanied minors. These activities were primarily related to the changing circumstances on the territory of Ukraine.

Some other countries – inter alia **Latvia** and **Lithuania** – also conducted joint trainings which will be described in the "interagency cooperation" section.

More examples of the institutional and organizational changes are presented in Annex V.

B. Infrastructural and technical changes

Mass migration or its prospects influenced the infrastructure and level of technical equipment of the border and migration management sector in the participating countries. The changes aimed at: (i) protecting people on the move as well as (ii) securing the national borders and the territory.

Among the changes aimed at protecting incoming migrants the participating countries mostly mentioned establishment of new or expansion of the existing reception centers for asylum seekers. This was noted by **Armenia**, **Latvia**, **Poland** and **the Slovak Republic**.

*In **Armenia** the reception centers for asylum seekers are also constructed and equipped in compliance with international and European standards.*

*In **Latvia** there is one Accommodation Center for Asylum Seekers (hereafter - ACAS). Till the beginning of 2017 the capacity of this center was for 150 persons, but it was decided that there is a need to enlarge it with one more building for 250 persons.*

*As a direct reaction on the deteriorating migration crisis and possible higher pressure of incomers (for example from Hungary) new standby asylum centre was created in **the Slovak Republic**. It consists of two buildings and a tent town. Though there was no need to use these expanded capacities.*

The Czech Republic, *Hungary* and *Poland* described the changes in infrastructure and equipment directly related to managing sudden intensified migration flows at the land borders.

> *In case of emergency situation in **the Czech Republic** and introduction of the "Operation plans" is counted with establishment of appropriate infrastructure, such as securing the grounds, facilities, technical equipment and IT technologies.*
>
> *Transit zones have been set up at different locations in **Hungary,** including capacity for video conferences, IP phone network and broadband connection. The police staff in service at the Southern border section of Hungary is accommodated in renovated police buildings and in commercial accommodations. Besides those, military tents, mobile toilets and rain shelters have been established at the Hungarian-Serbian border section.*
>
> *Depending on the development of the emergency situation the **Polish Office for Foreigners** can adopt different measures concerning the organization of work in the Office (i.e. secondments of employees, launch and management of Central Reception Points and new accommodation centers, additional responsibilities of the departments), means of communication and transportation.*

Large share of the examples of changes which were introduced related to securing the borders and their closure as well as detention of irregular migrants. It is worth noting that the countries focus their efforts on implementation of the concept of so called "smart borders" or "intelligent borders", when actual physical infrastructure is substituted or complemented by modern surveillance equipment and technologies.

There is a project proposal "intelligent borders" in *the Czech Republic*; the Ministry of Internal Affairs of *Georgia* has elaborated project "Border Operations Management System (BOMS)" whose aim is to equip land border with modern surveillance systems that will prevent, detect and suppress cases of transnational organized crimes and irregular migration; in *Hungary* the establishment of the intelligent border surveillance system is in progress, while thermal vision cameras as well as laser cameras were set up, covering almost the whole length of the Hungarian-Serbian and the Hungarian-Croatian border section; since 2014, one of major priorities of the SBGS of *Ukraine* is associated with establishment of "intelligent" border protection system.

The countries also continued strengthening and closing their borders by means of physical barriers: *Hungary* erected a temporary border barrier in certain sections along the Hungarian-Serbian and the Hungarian-Croatian border; *Latvia* has been implementing the project "The construction of infrastructure of border zone along the border of Latvia and Russia" which will be finished by 2019 and will result in construction of the foot control bar along the whole border, the zone of policing and free surveillance zone, culverts, four suspended bridges, patrol trail and approx. 93 km long fence.

Belarus, *Latvia*, *Poland* and *Ukraine* listed temporary accommodation centers for apprehended irregular migrants (already commissioned or planned) among the infrastructural changes.

The list of new infrastructural projects and acquired technical equipment can be found in Annex VI.

C. Changes in interagency and international cooperation

Interagency cooperation

For effective management of migrant crisis on the state border it is necessary to develop interagency/intersectoral cooperation, but it is very important to determine a certain hierarchy with respect to the principles of coordination and subordination.[14]

*According to the Civil Security National Plan of **Georgia**, leading agency for coordinating contingency planning is the Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia.*

The principle of cooperation between services is usually called "Support Functions in Migrant Crisis" (SFMC), and it leads to an effective and timely situation management through cooperation and coordination. SFMC provides clearly defined lines of competence by listing responsibilities, which is of key importance for effective management of a mass migration emergency situation. It is important that the SFMC provides framework for cooperation between ministries, local services and regional and international organizations, especially law enforcement services, organizations for migration, humanitarian organizations and donors.

*The interagency cooperation has been strengthened in **Armenia** and a working group has been established with the relevant Operational cooperation plans.*

*Among the cooperating agencies working together with the **Hungarian Police**, the most important are the Hungarian Defence Forces (contribution to the border protection), the Hungarian Prison Service Headquarters (investments related to the border barrier), as well as the voluntary civilian "neighbourhood patrols" at the level of local governments in the municipalities most affected by the migration crisis.*

The structure of authorities participating in migrant crisis differs from country to country, but it is probable that the following services will be present at the state border, or their presence will be required during the migrant crisis.

- border guard officers
- MoI organisational units
- customs officers
- security services
- healthcare and protection services
- emergency services – fire protection and medical
- services for social welfare and assistance – for vulnerable groups of migrants
- accommodation services, including refugee camp managers
- humanitarian assistant services – domestic and international

In order to avoid panic in sudden crises management, operating plans should be regularly updated to reflect the movement of staff, changes in infrastructure and changes in the availability of resources. It is good practice to hold regular periodical meetings of all services in charge of migration management (on all levels).

---

[14]

https://serbia.iom.int/sites/default/files/publications/documents/Humanitarian%20Border%20Management.pdf

*In **Azerbaijan** regular meetings are held with representatives of authorised governmental bodies in the sphere of migration management, as well as discussions on legislative amendments.*

Other forms of interagency cooperation included:

- monitoring, risk analysis and information exchange (***the Czech Republic**, **Georgia**, **Poland**, **Ukraine***):

  An intensive cooperation within the Analytical Centre for Protection of State Borders and Migration (ANACEN) continued also in 2015. ANACEN is a permanent inter-ministerial platform administrated by the Ministry of the Interior, which focuses on monitoring and analysing migration as a complex phenomenon.

  Ukraine continued works to support operations of the Virtual Contact Analytical Centre and exchange of intelligence between IBM actors. In particular, three meetings were conducted with participation of 10 IBM actors and international experts.

- joint trainings (***Latvia**, **Lithuania**, **Poland***):

  *Ministry of Interior of **Latvia** regularly organizes desk trainings, that are attended by the representatives from all the relevant institutions (from Ministry of Interior and institutions under its supervision; Ministry of Defense, Ministry of Foreign Affairs, Ministry of Welfare; Ministry of Transport, Ministry of Health, Ministry of Agriculture, the Red Cross NGO, National armed forces, State Emergency Medical Service, Food and Veterinary Service, Centre for Disease Prevention and Control, Health Inspectorate).*

  *In 2014, PIONEX 2014, the biggest training exercise of services of the Ministry of Interior of **Poland** for the past 40 years, was organized. It was aimed to verify the way how different services function, cooperate and communicate with each other in a crisis situation.*

International cooperation

It is recognized that migration management is a shared responsibility. No one country can effectively manage migration and borders on its own and especially in times of emergency situations. Recognition of this approach is reflected in the dimensions of the participating countries' international cooperation. Such cooperation is developed with the following international partners:

- **international organizations**:
  - *Azerbaijan*: UNHCR, IOM, IFRC, ICMPD
  - *Belarus*: UNHCR, IOM, Red Cross societies
  - *Latvia*: UNHCR, IOM
  - *Ukraine*: IOM, UNHCR

- **EU**:
  - *Azerbaijan*: under the EU-funded projects Twinning, TAIEX, MIEUX
  - *Ukraine*: under the EU-funded projects; under the readmission agreement

- **EU agencies**:
  - *Azerbaijan*: Frontex
  - *Hungary*: Frontex (joined the RABIT operation in Greece), EASO (migration experts sent to the hotspots In Italy and Greece)

- o *Latvia*: EASO (regarding planned admission of persons in need for protection)
- o *Poland*: EASO (workshop on Ukraine, experts to Greece and Italy, participating in the Contingency Planning meeting)
- o *Ukraine*: Frontex

- **Neighbouring countries:**
  - o *Georgia*: bilateral agreements with Armenia and Azerbaijan, through the relevant international legal instruments – with Turkey
  - o *Hungary*: police contingents to Serbia, Slovenia
  - o *Lithuania*: joint special preventive operations (operation "Breaking Dawn 2" coordinated with Latvia
  - o *Poland*: strengthening cooperation with Ukraine

- **Other third countries:**
  - o *Georgia*: institute of Border Delegates for cooperation with foreign counterparts
  - o *Hungary*: police officers/technical equipment and vehicles/document experts to FYROM Macedonia, Bulgaria, Poland, Romania, Finland
  - o *Poland*: conducted expert seminars on the management of the asylum system for case officers from Moldova and Tunisia
  - o *Ukraine*: within the regional consultative processes

For further information on interagency and international cooperation please see Annex VII.

Annexes

Annex I. Questionnaire distributed among the participating countries

1. Please briefly indicate how your country has been affected by the migration crisis in 2015, highlighting the number of asylum seekers and irregular border crossings (compared to the trends of the previous years).

2. Does your country have a legal framework that regulates border and migration management in emergency situations? If yes, please describe it briefly.

   - Have these legal provisions been applied during an emergency situation in recent years?
   - Have these legal provisions been amended during/after the emergency situation?

3. Has (preparation for) the emergency situation resulted in institutional or organizational changes in the border and migration management system of your country? If yes, please briefly describe these changes.

4. Has (preparation for) the emergency situation required the establishment of new infrastructure or the acquisition of new technical equipment in your border and migration management system (e.g. new reception facilities, modern technical tools for border control)? Please give examples.

5. What national and external sources of funding are available to cover the extra costs related to the border and migration management system of your country in an emergency situation? Please provide concrete examples if relevant.

6. Has (preparation for) the emergency situation affected the cooperation among relevant agencies of the border and migration management system in your country? If yes, please describe how the cooperation has changed.

7. Has (preparation for) the emergency situation resulted in enhanced international cooperation in the field of border and migration management in the case of your country? If yes, please give examples.

Annex II. Impact of the current migration crisis

Country	Impact of the crisis	Numbers of asylum seekers and irregular border crossings	Additional information
Armenia	Not affected	▪ asylum seekers: in 2015: 316, in 2016: 110 ▪ irregular border crossings: in 2016: 3	▪ 20,000 refugees from Syria starting from 2014 ▪ many of them granted Armenian citizenship
Azerbaijan	Not affected	▪ asylum seekers: in 2015: 146 (255 with family members), in 2016: 95 (209 with family members) ▪ irregular border crossings: in 2015: 3, in 2016: 4	
Belarus	Not affected	▪ asylum seekers: in 2014: 868, in 2015: 1,246, in 2016: 788 ▪ irregular border crossings: in 2014: 644, in 2015: 971, in 2016: 593	▪ asylum seekers predominantly from Ukraine, Syria, Afghanistan and Iraq
Czech Republic	Not affected	▪ asylum seekers: in 2014: 1,156, in 2015: 1,525 ▪ irregular border crossings: in 2014: 4,822, in 2015: 8,563	▪ in 2015, asylum granted to 71 persons mostly from Syria ▪ in 2015, subsidiary protection granted to 399 persons mostly from Ukraine and Syria ▪ in 2015 highest number of irregular border crossings since joining Schengen
Georgia	Not affected	▪ asylum seekers: in 2014: 1,792, in 2015: 1,449, in 2016: 947 ▪ irregular border crossings: in 2014: 124, in 2015: 125, in 2016: 118	
Hungary	Greatly affected	▪ asylum seekers: in 2014: 42,777, in 2015: 177,135, in 2016: 29,432 ▪ irregular border crossings: in 2013: 19,613, in 2014: 43,707, in 2015: 390,157, in 2016 (as of 14 Dec): 18,126	
Latvia	Not directly affected	▪ asylum seekers: in 2014: 364, in 2015: 328, in 2016: 350 ▪ irregular "green" border crossings: in 2014: 31, in 2015: 63, in 2016: 108 ▪ apprehensions for irregular "green" border crossings: in 2014: 144, in 2015: 476, in 2016: 376	▪ abuse of the asylum procedure was observed ▪ main nationalities of irregular migrants: Vietnam, Afghanistan, Iraq, Russia, Pakistan, Georgia, Syria, India
Lithuania	Not greatly affected	▪ asylum seekers: in 2014: 496, in 2015: 291, in 2016: 425 ▪ irregular border crossings: in 2014: 375, in 2015: 256, in 2016: 146	▪ the number of Georgian and Afghani asylum seekers decreased (entered irregularly) ▪ the number of Syrian, Iraqi and stateless asylum seekers increased (relocated from Greece, Italy and Turkey)
Poland	Not greatly affected	▪ asylum seekers: in 2012: 10,753, in 2013: 15,253, in 2014: 6,621, in 2015: 12,325, in 2016: 12,319 ▪ irregular border crossings: in 2014: 5,461, in 2015: 6,217, in 2016: 6,683	▪ the top 5 origin countries of asylum seekers in 2016: Russia (Chechen), Ukraine, Tajikistan, Armenia, Georgia
Portugal	Not directly affected		

Slovak Republic	Not directly affected	▪ asylum seekers: in 2013: 441, in 2014: 331, in 2015: 330, in 2016: 146 ▪ irregular border crossings: in 2014: 1,304, in 2015: 2,535	▪ in 2015 highest number of irregular migrants since joining Schengen ▪ migration crisis associated with intra-Schengen movements (Hungary or Austria) and irregular residence
Ukraine	Not affected	▪ asylum seekers: in 2013: 1,033, in 2014: 1,173, in 2015: 1,433 ▪ irregular border crossings: in 2014: 960, in 2015: 1,816, in 2016: 1,040	▪ the number of attempted irregular crossings of the state border to EU increased in 2.4 times in 2015 ▪ including 6-fold increase at the border with Hungary (main nationalities: Afghanistan, Syria, Iraq, Georgia, Sudan, Somalia)

Annex III. Legal framework for emergency situations

Country	Legal framework	Applied in emergency/Amended as a result of emergency
Armenia		
Azerbaijan	▪ Migration Code (art. 6.3.4): migrant registration shall be maintained as a form of migration management in emergency situations	No/No
Belarus	▪ Law on Granting Refugee Status, Subsidiary and Temporary Protection in the Republic of Belarus: procedures for decision-making on admission and stay of groups of foreigners who arrived simultaneously, in large numbers, and applied for refugee status or subsidiary protection	No/No
Czech Republic	▪ Special emergency plan related to large scale migration wave: a possibility to reintroduce checks at the internal borders (as a measure of last resort)	No/Revision is planned for this year
Georgia	▪ Civil Security National Plan: the emergency management of sudden flows of refugees as well as the measures to be implemented by the MRA and MIA	
Hungary	▪ Act on Asylum: the concept of the state of crisis caused by mass immigration and criteria ▪ the Fundamental Law: deployment of national defense forces in order to protect the borders of Hungary, also in the context of a migratory crisis ▪ Criminal Code	A state of crisis was instituted in the southern districts of Hungary bordering Serbia on 15 September 2015 and extended to further border districts on 18 September 2015. The Government declared a nationwide state of crisis on 9 March 2016 for 6 months, until 9 September 2016 /In 2015 and 2016 amendments speeding up asylum procedures, enhancing the border protection, setting up transit zones, 8-kilometer rule introduced; in 2015, new criminal acts: damaging of the border fence and its illicit crossing
Latvia	▪ Action Plan for coordinated activities of institutions in relation to possible mass arrival of asylum seekers: measures and criteria	No/No
Lithuania	▪ State Emergency Management Plan: responsible agencies (the MIA, assisted by the MoND, the Ministry of Health and the MFA) ▪ emergency management plans of the MIA and the SBGS ▪ Resolutions of the Government "On the approval of the list of criteria of emergency incidents": criteria	No/The criteria of a massive influx of aliens as emergency incident are established in the Government Resolution of October 2015 amending the Resolution of 2006
Poland	▪ National Plan for Emergency Management: Standard Operational Procedure – 10 "Actions undertaken in case of a massive influx of foreigners on the territory of Poland" ▪ Action Plan of the MoI on organization, reception, transport and stay of foreigners/asylum seekers from Ukraine	No, the migration situation has never entered into emergency status /Contingency Plan of the Office for Foreigners in case of a sudden influx of Ukrainian migrants adopted in April 2014 was updated in July 2014 and August 2016

	▪ Strategy on the proceedings to be used in case of a massive inflow of foreigners in the South sector of the Polish border ▪ Action Plan of the Office for Foreigners (Contingency Plan in case of a sudden influx of Ukrainian migrants) ▪ Action Plan of the Department for Social Assistance (Office for Foreigners)	25
Portugal	▪ National plan on integrated border management	No/No
Slovak Republic	▪ Police Act (art. 70): the legal framework regulating the border and migration management in a crisis situation	
Ukraine	▪ Concept of Integrated Border Management and the Action Plan for its implementation ▪ Law on Refugees and Persons in Need of Subsidiary or Temporary Protection: temporary protection to persons entering Ukraine from the neighboring countries in large numbers due to civil war events, ethnic conflicts etc ▪ Concept of Development of Defence and Security Sector of Ukraine: in the sphere of border management, response actions are stipulated in the case of aggravation of situation at the state border	There were no border and migration management emergencies

Annex IV. Sources of funding of the border and migration management system, including in emergency situations

Country	Sources	
	National	**External**
Armenia		
Azerbaijan	▪ state budget of Azerbaijan	EU institutions and EU MS are leading donors
Belarus	▪ national budget	▪ foreign donations ▪ international technical assistance
Czech Republic	▪ financial resources of responsible institution ▪ if not enough, additional national resources	
Georgia	▪ Government's funding	▪ EU and United States are leading donors
Hungary	▪ budget line "Expenditures related to the management of mass migration of the Ministry of Interior" ▪ allocation of resources from national budget to the expenditures of the National Police	▪ support from the EU: - emergency financial assistance from the Asylum, Migration and Integration Fund (AMIF) twice; - EUR 1.5 million emergency assistance from the Internal Security Fund (ISF)
Latvia	▪ state budget (extra financing on case by case basis)	▪ support from the EU: - AMIF (national programmes for capacity building); - ISF (borders and visas, police cooperation)
Lithuania	▪ national reserve	
Poland	▪ mainly state budget	▪ partially the European funds (some activities by the Border Guard and the Office for Foreigners)
Portugal		
Slovak Republic	+	▪ no external sources of funding
Ukraine	▪ national budget	▪ international donor assistance

Annex V. Institutional or organizational changes in the border and migration management system related to the emergency situation

Country	Changes
Armenia	▪ strengthening of the interagency cooperation ▪ establishment of the working group with the relevant Operational cooperation plans
Azerbaijan	▪ establishment of the State Committee on Refugees and IDPs
Belarus	▪ staff increase in the Citizenship and Migration units (responsible for processing of asylum applications)
Czech Republic	▪ introduction of the three-level structure in case of emergency: (i) strategic – steering body, (ii) tactical – at the level of regions, (iii) operational – assembly point for forces and resources
Georgia	▪ establishment of the Joint Maritime Operations Center also serving as the interagency information exchange hub ▪ development of the Unified Risk Analysis System of the Border Management ▪ development of the unified migration risk analysis system
Hungary	▪ reorganization of the open reception centers system ▪ changes in the structure and reallocation of resources in the Hungarian Police: o establishment of the Directorate for Border Policing (1,182 staff) o increase of the investigators dealing with irregular migration within the National Bureau for Investigation (to 100 officers) o set up of the new temporary units dealing with the criminal procedures related to damaging of the border fence and its illicit crossing o strengthening of the border patrol units of the Police (extra 3,000 staff) and their reorganization ▪ ability of the Hungarian Defence Forces to contribute to the defense of the state borders in case of mass migration
Latvia	-
Lithuania	-
Poland	▪ increase in the number of the open reception centers for foreigners applying for international protection (from 8 to 12) and improvement of the conditions and service benefitting foreigners ▪ consideration of the possibility to re-open an additional Border Control Office in the southern sector of the state border ▪ training of the first group of guardians and cultural assistants for unaccompanied minors ▪ introduction of trainings for teachers at primary and secondary schools for working with foreign pupils ▪ transfer of border control activities ▪ opening of new reception/accommodation/detention centres ▪ provision of crisis management training
Portugal	No changes
Slovak Republic	-
Ukraine	▪ establishment of the new structural units on combatting irregular migration in the territorial departments of the State Migration Service; ▪ further development of the Integrated Migration Management Information System (IMMIS) ▪ establishment of the Contact Information Analytical Centre for migration monitoring ▪ extension of the range of main IBM actors (from 4 to 10)

Annex VI. New infrastructure and technical equipment

Country	Establishment of new infrastructure	Acquisition of new technical equipment
Armenia	▪ reception centers for asylum seekers constructed and equipped	
Azerbaijan	▪ border crossing points equipped with the Automatized Information and Search System	
Belarus	▪ proposals for establishment of temporary accommodation centers for irregular migrants	
Czech Republic	▪ establishment of appropriate infrastructure (securing the grounds, facilities, technical equipment and IT technologies) in case of emergency	▪ project proposal "intelligent borders" counting with new technical equipment
Georgia		▪ project "Border Operations Management System (BOMS)" (to equip land border with modern surveillance systems that will prevent, detect and suppress cases of transnational organized crimes and irregular migration)
Hungary	▪ temporary border barrier in certain sections along the Hungarian-Serbian and the Hungarian-Croatian border ▪ development of the border barrier along the Hungarian-Serbian border ▪ setting up transit zones and centers for criminal procedures ▪ renovation of the police buildings at the Southern border ▪ military tents, mobile toilets and rain shelters at the Hungarian-Serbian border	▪ establishment of a so-called intelligent border surveillance system ▪ setting up the thermal vision cameras as well as laser cameras covering almost the whole length of the border section ▪ provision of weapons and technical equipment for the patrolling staff and establishment of mobile communication at proper quality and with adequate capacity ▪ purchasing of new service vehicles (150 all-terrain vehicles and 150 minivans)
Latvia	▪ project "The construction of infrastructure of border zone along the border of Latvia and Russia" (foot control bar, zone of policing and free surveillance zone, culverts, suspended bridges, patrol trail, 92km fence) ▪ enlargement of the Accommodation Center for Asylum Seekers (250 places to 400 places) ▪ construction of the second Accommodation Centre for Apprehended Foreigners (84 places)	
Lithuania		▪ regular effort aimed at reinforcement of external border control through procurement of materiel and assets
Poland	N/A	N/A
Portugal	N/A	N/A
Slovak Republic	▪ construction of a new standby asylum center (two buildings and a tent town)	
Ukraine	▪ 6 specialised facilities for accommodation of apprehended persons were commissioned with the overall capacity of 60 persons	▪ establishment of "intelligent" border protection system (mobile combat modules, early warning system, detection and identification, wireless surveillance system, video-surveillance and alert systems, seismic sensors, unmanned aerial systems)

Annex VII. Interagency and international cooperation

Country	Interagency cooperation	International cooperation
Armenia		
Azerbaijan	▪ regular meetings between the representatives of authorised governmental bodies in the sphere of migration management ▪ discussions on legislative amendments	▪ with international organizations (UNHCR, IOM, IFRC, ICMPD); ▪ with the EU (Twinning, TAIEX, MIEUX) ▪ with the EU agencies (Frontex)
Belarus	▪ development in 2014 of the Action Plan for actions of relevant governmental authorities in the case of emergency	▪ with international organizations (UNHCR, IOM) ▪ with Red Cross societies
Czech Republic	▪ cooperation within the Analytical Centre for Protection of State Borders and Migration (ANACEN) ▪ new scheme of Extraordinary Meetings of the Operative and Security Forum (O-S Forum) of ANACEN	
Georgia	▪ cooperation between governmental agencies ▪ interagency co-ordination ensured by the State Commission on Migration Issues ▪ cooperation between the MIA and the Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees (on identification of asylum seekers, their acceptance at the state border, transfer and exchange of information)	▪ bilateral agreements with Armenia and Azerbaijan on Cooperation in the Field of Border Security ▪ with Turkey – through the Convention on the Settlement and Resolution of the State Border Incidents ▪ institute of Border Delegates (commissioners) for cooperation with foreign counterparts
Hungary	▪ strengthening of the cooperation between government authorities ▪ cooperation between the Hungarian Police, the Hungarian Defence Forces (contribution to the border protection), the Hungarian Prison Service Headquarters (investments related to the border barrier)	▪ police contingents sent to Serbia, Slovenia, FYROM Macedonia, as well as technical equipment and vehicles ▪ under Frontex Hungary joined the RABIT operation in Greece in 2015-2016 ▪ under the EU-Turkey agreement 75 police officers deployed by Frontex in Greece ▪ police officers to Bulgaria, one car expert to Poland, document experts to Romania and Finland ▪ under EASO the migration experts to the hotspots in Italy and Greece ▪ under the European Union Civil Protection Mechanism support to Serbia, Slovenia and Greece
Latvia	▪ regular trainings for the institutions mentioned the Action Plan for possible mass arrival of asylum seekers	▪ with UNHCR (training on possible mass arrival of asylum seekers) ▪ with UNHCR, IOM, EASO (regarding planned ongoing admission of persons in need of international protection)
Lithuania	▪ organisation and coordination of emergency management in case of massive influx of aliens ▪ table top and tactical exercises "Massive influx of aliens" by SBGS, its frontier districts with involvement of municipal administrations	▪ joint special preventive operations (operation "Breaking Dawn 2" coordinated with Latvia, operation "Heartbeat" based on the Schengen Borders Code)
Poland	▪ between the Office for Foreigners and the Commander in Chief of the Border Guard as well	▪ conducted expert seminars on the management of the asylum system for

	as with the Directors of Regional Emergency Management Centers ▪ biggest training exercise of services of the MIA in 2014 (checking their functioning, cooperation and communication in a crisis situation) ▪ military training exercise ANACONDA in 2016 (a component on massive influx of migrants)	case officers from Moldova and Tunisia ▪ strengthening cooperation with Ukraine ▪ with EASO (workshop on Ukraine, experts to Greece and Italy, participating in the Contingency Planning meetings) ▪ with selected EU MS to obtain information on their contingency plans
Portugal	N/A	N/A
Slovak Republic	▪ effective cooperation and communication continued in a standard way	▪ temporary provision of accommodation for Syrians applying for asylum in Austria (Memorandum between the MIAs)
Ukraine	▪ between IBM actors within the Virtual Contact Analytical Centre and by exchanging intelligence ▪ cooperation between separate agencies on the basis of the joint regulations	▪ with the EU (EU-funded projects, readmission agreement) ▪ with the EU agencies (Frontex) ▪ with the EU MS, other countries ▪ within the regional consultative processes (Budapest process, EaP Panel on Migration and Asylum) ▪ with international organizations (IOM, UNHCR)